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ABSTRACT

A study explored factors that have led to the termination of selected community school programs. Examined during the study were 10 terminated programs in five states (Virginia, Arizona, New Mexico, California, and Oregon) that had been in operation for at least 3 years. Two major techniques were employed in the study. Structured as well as unstructured interviews were conducted with 118 teachers and administrators in the 10 communities. Document analysis was the second research strategy used. Most of the individuals interviewed indicated that building staffs, school administrators, and city officials had little knowledge of and were largely unsupportive of the community education (CE) concept. Funding and staffing patterns varied widely from site to site. However, it was noted that those programs that were entirely locally funded lasted the longest. When asked about the strengths of local CE programs, some respondents noted that CE programs involved Spanish-speaking people in the community and provided a well-rounded program for adults and children. Among the weaknesses of CE programs mentioned were a lack of organization, understaffing, a failure to gain a commitment from schools or the public, and an overlapping of services provided by CE with those provided by other agencies. While two of the school systems contacted were actively trying to reconstitute their CE programs, eight were not. (MN)

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AN INVESTIGATION OF SELECTED COMMUNITY SCHOOL TERMINATIONS

Research Report 82-108

by

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September 1982

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ACKNOWLEDGEMENTS

The investigator is grateful for help, advice and assistance from more people than is possible to list. Hats off to local people in ten school systems where community school terminations have occurred. Anonymity was requested and, therefore, these persons will not be listed.

At the conceptual stage, the following individuals made several helpful suggestions: Larry Decker, Larry Horyna, Dave Santellanes, John Warden, Sue Paddock, Wayne Robbins, Don Tobias and Steve Parson. It was Wayne's original request which prompted the study.

I would like to express my thanks to Debbie Williams and Pat Roupe who typed the two drafts of this report. They had to wade through real "rough" copy.

This study is only a beginning. Hopefully, others will follow. We need to know much more, especially why community schools survive. The investigator is entirely responsible for interpretation of the data.

M. H. K.
Charlottesville
September 1982

EXPLANATORY NOTE

*This report contains numerous direct quotes from individuals interviewed during the data collection process. The investigator chose to weave these quotes throughout the study rather than paraphase the respondent. In many instances, the remarks are blunt, straightforward. In all cases, they represent each person's perception as he or she viewed it.

**In this report all references to community education appear as CE.

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CONCEPTUALIZING THE STUDY

Introduction

Recent cutbacks in funding have affected support for a variety of educational and human services in many American communities. Local CE programs, like many other services, have been reduced in scope or terminated. School boards and governing bodies continue to scrutinize budgets. A school board member in California said:

> We have to look carefully to see if a program is cost-effective. We don't mind that so much but we have to look at cost-effectiveness in relationship to what California laws require us to do in schools.

It is widely agreed that the major mission of public schools is to provide educational opportunities for children and young people. Other missions including adult education, community education or school-supported community services have been vulnerable to political, financial or philosophical conditions. By 1978 approximately 11% of U.S. school districts operated CE programs. Much of this growth occurred at a time when there was both funding and an expansionist attitude on the part of key school administrators, especially superintendents. One superintendent in the Northwest commented:

> There was a time (mid '60's to mid '70's) when we were able to get money and staff for all sorts of non-school type services. CE is a good example. Now we can't even get supplies for our teachers.

The focus of this study is on CE programs which have terminated. An attempt was made to look at areas where either part of a program or an entire program terminated. Simply put, a termination means that a CE program stopped functioning. This study evolved after discussions with Wayne Robbins, a former Mott Foundation program officer. Recent statistical reports submitted by CE center directors revealed decreases in the total number of community schools in some parts of the country. A concern was raised as to whether or not this development was widespread and might continue. A brief research proposal was developed and reviewed. The Mott Foundation supplied the principal investigator with 1980-81 statistical reports from all the CE development centers in their nationally funded network.

It was apparent that some discrepancies existed on the reports. Phone calls to several center staff members helped clarify several of the discrepancies. For example, in one state where a single termination was reported in June of 1981, by September, that school district had re-initiated its CE effort. Moreover, the statistical reports did not reflect terminations which had occurred before 1980-81.

An original objective of this study was to make it national in scope. After some preliminary prospecting it was decided instead to attempt to create a profile of a terminated CE program or a terminated community school. The profile, hopefully, would illustrate conditions, variables or trends which contributed to the actual termination. In the hands of practicing CE administrators the profile could be a valuable planning tool which might help reduce or avoid the growing number of a community school terminations.

Background

The conceptual framework for this study has historical roots traceable to Flint, Michigan of the mid 1930's. It was in that setting that CE began, experimentally, with the cooperation of the local public school system. For more than forty years delegations from throughout the United States have visited the Flint CE program. What they discovered was that like many educational innovations, CE was exportable. As a concept as well as a practice, CE appeared to offer great potential for improved community life. According to Decker (1971) the consequences of adopting CE are assumed to be:

1. CE encourages more cooperation and communication between school and community agencies and between school and businesses in the area;

2. The curriculum of the community school makes greater use of the existing community resources. There are more community resources brought to the school and more school programs taken into the community;

3. CE provides more diverse opportunities to be of service to all ages;

4. School facilities are available for use by all community groups for all hours of the day, week and year;

5. The people in the community served are involved in the decision-making process on the types of programs and activities offered;

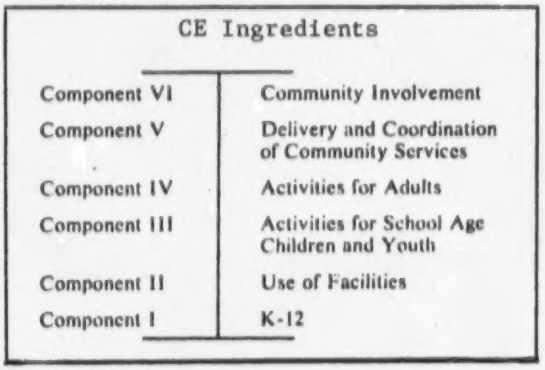
6. The community school is the catalyst in bringing about effective citizen participation and provides the leadership and staff for developing and coordinating processes for community involvement and improvement. (p. 22)

What Decker described as the consequences of adopting CE provided a useful backdrop against which community school terminations were examined.

It was valuable to review a few graphic models of the CE concept before constructing the final interview schedule used in this study. One critical assumption was that the investigator would seek terminated community schools which, while functioning, emphasized the development of a CE program based on recognizable principles, components and thrusts.

Minzey and LeTarte (1979) developed a diagram (see Figure 1) containing the ingredients of CE. They argued that CE development in many school systems tends to follow a pattern. Development occurs rather routinely through the first four components because educators

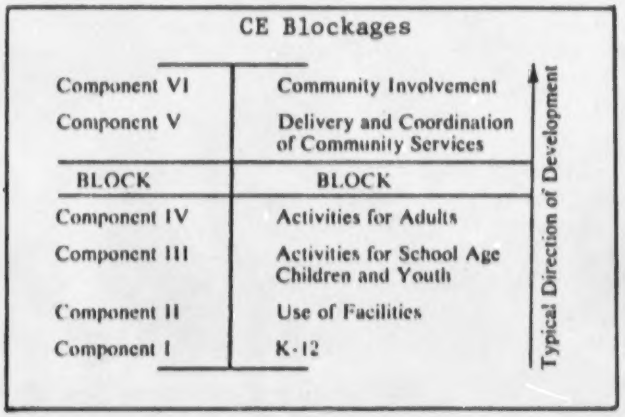
* Figure 1



* Adapted from Minzey and LeTarte (1979). (p.42)

are easier able to accept the activities within these four components. Trouble occurs when development moves ahead toward components five and six as illustrated in Figure 2. Minzey and LeTarte suggest that a "block" develops as school people are expected to move into areas "...less understood, less traditional and more threatening...." (p. 43).

* Figure 2



* Adapted from Minzey and LeTarte (1979). (p. 42)

Minzey and LeTarte also noted that components five and six are more process in their orientation which contrasts with the first four components which focus on program concerns. Finally the two authors suggested some key assumptions about CE which have helped shed light on the issue of community school terminations. Their four assumptions are:

1. Communities are capable of positive change;

2. Social problems have solutions;

3. One of the strongest forces for making change is community power;

4. Community members are desirous of improving their communities and are willing to contribute their energies toward such ends (p. 45).

Most community educators accept these assumptions. Looking again at the BLOCK in Figure 2, it was apparent that educators and school board members have serious reservations about whether or not the public schools should actively address such issues as community change, community power or community improvement by initiating ventures which are not of a "school" nature. A former school board member stated:

> We never had a problem with trying to expand our services to adults without a diploma. But when the coordinator presented a plan to have our elementary schools contain offices for community organizers we all felt that was not our understanding of community education.

Lastly, also from Minzey and LeTarte (1979), six objectives for community schools are listed:

1. A community school attempts to develop a number of community programs;

2. A community school attempts to promote interaction between school and community;

3. A community school attempts to survey community resources and to assist in their delivery;

4. A community school attempts to bring about a better relationship between social and governmental agencies;

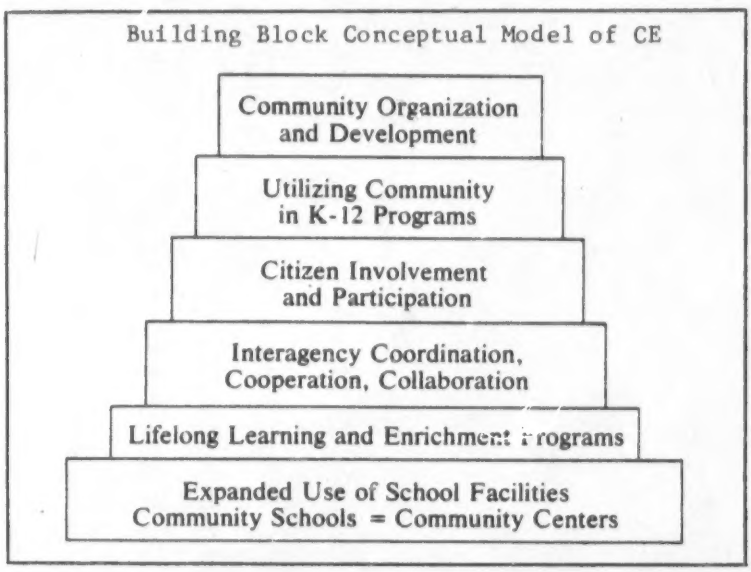
5. A community school attempts to identify community problems and ferret out the needs of the community;

6. A community school attempts to develop a process by which the community can become self-actualized.

Even though many community schools programs have more elaborate sets of objectives, these six fundamental objectives have characterized a great number of community schools in different parts of the country, including those which have terminated and were examined in the present study.

Another conceptual model, by Decker (1978), contained what the author described as six building blocks.

* Figure 3


Building Block Conceptual Model of CE
Community Organization and Development
Utilizing Community in K-12 Programs
Citizen Involvement and Participation
Interagency Coordination, Cooperation, Collaboration
Lifelong Learning and Enrichment Programs
Expanded Use of School Facilities
Community Schools = Community Centers

* Adapted from Decker (1978).

It is similar to the Minzey and LeTarte Model in Figure 1 in two respects. First, the lower two blocks emphasize programmatic efforts: get school buildings used more by promoting programs for multi-age groups. Secondly, three of the top four blocks emphasize what Minzey and LeTarte referred to as process-oriented. The Decker model also provided a useful lens through which community school terminations could be analyzed. With the exception of the fifth block, "utilizing community in K-12 programs", this model emphasizes efforts easily understood and supported by CE professionals but questioned by educational decision-makers. A two-edged question emerged continuously during the conduct of this inquiry: Who really decides what the schools in this community must provide; and for whom? One CE coordinator mentioned:

I used to be a hero around here. I could get resources for teachers and support from agency heads. Now I'm out of a job because CE was expendable. What was my role?

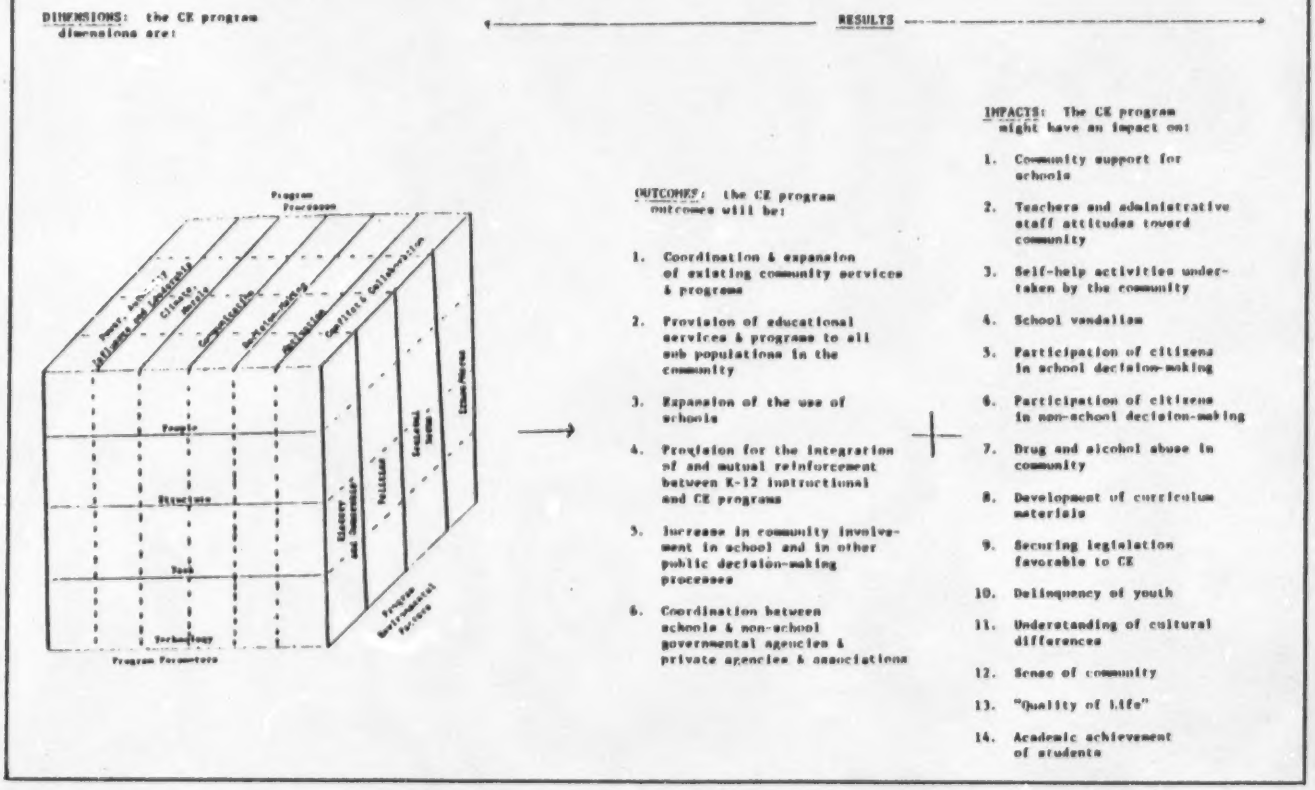
A school board member from the same community recalled:

Several of us went to Flint and returned excited. Soon our program was humming. The gyms were full. People had scads of new opportunities. Then the Area Advisory Council (A.A.C.) wanted the school board to appoint citizen committees for several school problems. The board said no and CE has never been the same around here.

More recently another way of viewing the program and process aspects of CE was developed by Schwartz et al., (1980).

* Figure 4

CE Dimensions and Results


DIMENSIONS: the CE program dimensions are:
RESULTS
Program Processes
Power, Influence and Leadership
Climate, Morale
Communication
Decision-making
Motivation
Conflict Resolution
People
Structures
Tasks
Technology
Program Parameters
Program Environmental Factors
OUTCOMES: the CE program outcomes will be:
1. Coordination & expansion of existing community services & programs
2. Provision of educational services & programs to all sub populations in the community
3. Expansion of the use of schools
4. Provision for the integration of and mutual reinforcement between K-12 instructional and CE programs
5. Increase in community involvement in school and in other public decision-making processes
6. Coordination between schools & non-school governmental agencies & private agencies & associations
IMPACTS: The CE program might have an impact on:
1. Community support for schools
2. Teachers and administrative staff attitudes toward community
3. Self-help activities undertaken by the community
4. School vandalism
5. Participation of citizens in school decision-making
6. Participation of citizens in non-school decision-making
7. Drug and alcohol abuse in community
8. Development of curriculum materials
9. Securing legislation favorable to CE
10. Delinquency of youth
11. Understanding of cultural differences
12. Sense of community
13. "Quality of Life"
14. Academic achievement of students

* Adapted from Schwartz e. al. (1980)

Figure 4 illustrates a three dimensional CE program, one with possible outcomes and impacts. This model was developed for use in an extensive evaluation of a very complex, mature CE program in Charleston, W. Va. Its value in the present study is in the recognition of the interactive nature of the program and process orientations. One could conclude from Minzey and LeTarte (1979) and Decker (1978) that CE development occurs in stages, phases or blocks and that very little in the way of process occurs in the early, developmental period. Like most innovative, planned changes, CE facilitates a host of interacting change variables. Schwartz et al. discovered in Kanawha County that each element within each dimension of Figure 4 does interact with all the other elements in the CUBE. They state: "And it is such interactive behavior which foreshadows the complexity of a program." (p. 14)

The last conceptual consideration in this study of community school terminations was a research study by Kelly (1974). Kelly was able to isolate ten variables which were perceived to contribute to the development of successful CE programs. These variables are:

1. Understanding and support of the community education concent by the school administrators, including the superintendents;

2. A board of education resolution indicating understanding of and commitment to the community education concept;

3. A significant segment of the community, including the power structure of the community and school system, exposed to the community education concept;

4. Dollar support from the public school system's regular school budget committed to the community education program;

5. One or more trained community educators employed by the school system;

6. An identifiable structure assuring representative participation in the operation of the community education program;

7. School faculty support of the community education concept;

8. School system encouragement of cooperation with other agencies including use of school buildings;

9. Regular participation in training programs

and workshops by those specifically involved in the community education program; and

10. Establishment of a means of performance assessment and evaluation.

The interview schedule for this study was constructed, in part, to determine whether or not there was any relationship between Kelly's variables and terminated community schools. A relationship was observed and will be discussed in the Findings section.

Conclusion

As a concept, CE has been described as a process by which an entire community can be served by providing for all the educational needs of its residents. This process assembles and utilizes the human, physical and financial resources of a community in an attempt to most effectively serve the needs of everyone in that community. An overall objective of CE is to help develop a positive sense of community, to improve community living and to enhance community potentiality.

Throughout most of its most recent growth and evolution (1936-82), CE has been implemented in cooperation with a local public system. CE professionals have directed their energies toward:

1. Increasing the use of local school facilities;
2. Providing programs and services for all age groups;
3. Getting people involved in the identification of local needs and planning ways to meet those needs;
4. Creating agreements with other local agencies to coordinate services;
5. Encouraging the blending of CE with the school's K-12 curriculum;
6. Increasing school-community relations;
7. Improving the quality of community life.

Much of the CE growth occurred during a time of economic plenty. Outside, or vertical relationships, as Warren (1972) referred to them began to influence many communities. Funding from foundations (including Mott) as well as state and federal governments provided the needed push for many communities to become involved in CE. Local

commitment and support were also vital.

The current times are uncertain in education and human services. Hard decisions are being made in communities throughout this nation. How deeply these decisions will impact on the quality of community life is not known. What can be observed, however, is that certain efforts in schools, agencies and in government are being increasingly viewed as expendable. What is not certain though is why an effort such as CE survives in one location and terminates in another.

This study looked, in-depth, at community schools which terminated their CE programs. The investigator sought to uncover some common factors which led to these terminations. Such factors were present and will be discussed in the FINDINGS section.

DESIGN

The intent of this investigation was to explore factors which have led to community school terminations. In the initial stages of the study, the investigator had planned to survey the directors of CE development centers in an attempt to determine their perceptions of issues regarding community school terminations. This strategy was abandoned because terminations had not been reported by all the center directors. Moreover, the questions which guided the study were really more appropriate for individuals in communities where terminations had occurred. It should be noted that center directors in several states were extremely helpful in identifying communities and school systems where terminations had taken place.

Certain logistical impediments made the selection of target sites and data collection difficult. As noted earlier, the accuracy of the Mott statistical reports had to be verified. Terminations were reported in fifteen states according to Mott data. However, after follow-up phone calls with center directors in those states the list was reduced to ten states. For the purposes of this study the investigator attempted to identify community schools which had operated for a period of 3-5 years. Some medium to long term continuity in program development was sought. At this stage, federally funded community school programs were not included in the target population for data collection. That decision was later revised based on the recommendations of two center directors and an individual who had conducted evaluations for three federally funded CE projects. The decision to include two of the three as terminated target sites was fortunate. Not only did data from the federally terminated projects confirm several locally supported projects but the non-terminated federal project provided several key insights into why some community schools survive.

Target Population

After two months of statistical report verification, phone calls to center directors and local contact people, and fact-finding trips in one state where terminations had recently occurred, ten school systems in five states were selected to participate in this study. One of the major problems was locating individuals where terminations had occurred who had been involved in past CE efforts. Without a local contact person who could make referrals and assist with schedules, it was not possible for the investigator to collect data easily.

The ten school systems selected share one thing in common: they had supported community school programs for no less than three years. One had terminated a program after ten years of solid local funding. Urban, suburban and rural communities were all represented, although that was not an objective in site selection. At one time in their development the ten systems had thirty-nine (39) functioning community

schools. Some of these community schools operated part time; some were administered by a CE coordinator who also managed other community school facilities as well. Nevertheless, the objectives of all these terminated community school programs were consistent with those mentioned by Minzey, Decker and other writers.

Procedures

Most of the data collection process was designed to result in a profile of a terminated community school or community school district. The intent was to be able to use profiles from terminated sites as a planning tool for community educators whose programs were still functioning.

Researchers everywhere have to guard against the generalizability of their findings. Because this investigation took place in five states (Virginia, Arizona, New Mexico, California, and Oregon) and because data were collected in only ten school districts, generalizing to all terminated community schools would be risky. But because several similarities have occurred in these ten locations with regard to termination experiences, the resulting profile can serve other researchers who might like to undertake extensions of the study in areas not yet investigated.

Two major techniques were employed in this study. Structured as well as unstructured interviews were conducted with 118 individuals (see Table 1) in ten school systems. Superintendents, CE coordinators, school board members, advisory council members, principals, central office administrators, teachers, and CE instructors all responded to a formal interview schedule either in person or by telephone. Many of these respondents referred the investigator to other local contact people. In some instances, follow-up contact was made; however, it was not possible to see or talk with every referral. Ten individuals

Table 1

Interviews by Role Group

Role Group	Number
Superintendents	6
Central Office Staff	18
CE Coordinators	14
Principals	12
Teachers	19
School Board Members	12
Advisory Council Members	18
CE Instructors	9
Miscellaneous Power Structure Individuals	10
	118 (Total)

who have been described as power structure types were interviewed in six different communities. These individuals included: mayors, county administrators, city council members and judges.

Document analysis was also used as a research strategy. An attempt was made to "get a feel" for the program before it had been terminated. Old brochures, catalogues and flyers, where available, were examined and compared with individual respondents' descriptions of program activities.

Some might call this a combination of survey research and a mini-ethnography. The investigator conducted all the interviews, personally. On-site visitations were made to several of the school systems. Certainly, the biases of the investigator have to be noted as a limitation. The other major limitation is that data were not collected in all states which reported terminations. For example, Michigan is a state with a long and rich experience in community school development. A replication of this study in Michigan would be valuable in confirming the profile.

Interview Schedule

Kelly's (1974) ten variables mentioned earlier helped shape the interview schedule below:

1. Were building staffs knowledgeable about and supportive of CE?

2. Have elected or appointed officials had exposure to the CE concept?

3. Were the superintendent and other central office administrators understanding and supportive of CE?

4. Did CE have any important philosophical impact on local administrators or policy-makers?

5. Was there a board of education resolution illustrating understanding of and support for the CE concept?

6. What were the dominant sources of financial support?

7. How many trained community educators were employed in the community school program?

8. Were CE coordinators able to participate in staff development opportunities?

9. Did the CE staff provide competent leadership?

10. Did CE help foster any unique community involvement processes?

11. Was the school system supportive of the school working with other local agencies?

12. Was there an on-going program evaluation process?

13. What were the perceived strengths of the CE program?

14. What were the perceived weaknesses of the CE program?

15. What populations of the community were served by the community school?

16. What were the major CE program dimensions?

17. What additional support services might have helped avoid the termination of the community school program?

18. Are there any current plans which focus on re-establishing a community school program?

Responses to several of these questions led to further probes by the investigator. Asking for clarification or amplification of a response helped gather additional contextual insights. Many respondents were very candid both on and off the record. In several instances anonymity was requested by a respondent. A decision was made early on not to refer to any respondents by name or community but rather by role. This reporting out of responses by role proved not only wise but valuable in the construction of the profile.

DISCUSSION OF FINDINGS

Having a small mountain of interview data can be both exciting and alarming to any researcher. On the one hand, there are real responses, gathered from live subjects. On the other hand, bringing order to the data can be a chore.

In this section, a discussion of the findings by individual research question will be presented. Patterns in the responses did emerge clearly and early in the interviewing process. This section contains a narrative which ties the discussion together as well as numerous quoted interview responses. As noted earlier anonymity was a concern. So, respondents were protected by referring to them according to their particular role. For example, a principal indicated, ". . . .", or one former school board member stated, ". . . ." This section contains a discussion of sixteen interview questions listed in the DESIGN section. Questions 17 and 18 are found in the CONCLUSIONS section. The profile of a terminated community school appears on page 37.

An attempt has been made to relate the interview responses to Kelly's (1974) ten variables as well as to the major components, thrusts, and objectives of CE.

1. WERE BUILDING STAFFS KNOWLEDGEABLE ABOUT AND SUPPORTIVE OF CE?

This question generated mixed responses. It appeared that the recency of the termination affected several of the responses of community school staff members, especially teachers. In instances where the terminations had occurred in the past three years, there was a consensus among classroom teacher respondents:

> It was hard for me to be supportive of CE when several of my colleagues were getting pink slips.

> I guess adult education and recreation programs were necessary services in this community. But the money for a CE coordinator could have been put toward some part-time aides which we really needed here.

> The CE coordinator in this building was very dynamic. She has helped teachers, parents and kids in many ways. But she really did not serve in an instructional capacity. That seems to be the bottom line.

> Our coordinator had pretty low visibility around here. He came late in the afternoon and never really saw teachers. How could we have considered him a vital staff member?

The faculty in this middle school knew what the coordinator did because she made it a regular point to be on the faculty meeting agenda. She also saw us during the day which encouraged communication.

I think all CE coordinators should be certified school teachers. They need to understand what we do in our classrooms not just what they do at night.

There tended to be a different set of responses from building level school administrators. From principals:

My coordinator made me look good because of his willingness to make community contacts.

I've never trusted anyone in this building at night and probably never will. I was glad to see CE fold.

School buildings should be used more. That way people could find out more about what do do.

CE coordinators were wrong not to become closer to faculty members. This separation made them less than a full-fledged staff member.

CE needed to be seen as a service with direct payoffs to this elementary school and not just to adults taking classes here.

Responses from coordinators included:

The CE program started here five years ago. In my last year there were only 11 of 29 teachers left who attended a workshop done by the previous coordinator. People forget.

I found that with teachers and advisory council members some activity was needed every year to get them to really support and understand what I did.

Several school faculty said they don't understand CE. I tried brochures, films and talks. They refused to attend any workshops. Some were even offered travel money from a CE center.

Some people are too curriculum-centered. They don't even relate to life-long learning.

At the building level there tended to be a low to medium level of awareness of CE, what it is and who it serves. Moreover, especially recently there was an observable lack of support for having a CE program during these tough-for-education times.

In many situations CE coordinators were valued as personal friends or as competent professionals. The frequently misunderstood issue focused on what coordinators did and why there was minimal contact with the instructional staff.

2. HAVE ELECTED OR APPOINTED OFFICIALS HAD EXPOSURE TO THE CE CONCEPT?

Presentations to school boards, governing bodies and decision-making entities have long been the trademark of CE development centers. Indeed, many CE programs began their development as a result of such presentations by a center staff member.

One curious phenomenon was observed in interviews with key decision-makers in several communities. By the time termination of a community school program had occurred, many individuals had not been exposed to a formal CE presentation. Nor had they attended a workshop or conference. Present or former school board members stated:

> A friend who had served on this board told me about a CE film. In four years nobody offered to show it to me.

> We used to have a CE study team. There were trips to a neighboring school district. A lot of spirit developed. Much of that momentum disappeared.

> Unfortunately, I got elected to the board the year CE was wiped out. I felt I was voting to eliminate a good thing but there was no organized effort to explain to the board what it had accomplished. Furthermore, nobody provided me with background data like they did with other programs such as special education.

> As an old board member we have accomplished a lot since the days of the Flint visit. But nobody knows about it.

The mayor of a small town summarized the frustrations of many policy-makers:

> You would never believe the pressure from every group with a cause. I get calls day and night. CE was cut in this town because it became a cause. To survive you have to belong to an institution that belongs. Put

simply: the schools never accepted CE as being a legitimate part of their operation.

A county supervisor was very blunt:

> I know what CE did. But we don't need it. People have to do some things for themselves.

3. WERE THE SUPERINTENDENT AND OTHER CENTRAL OFFICE ADMINISTRATORS UNDERSTANDING AND SUPPORTIVE OF CE?

Awareness and understanding of the CE concept by school staffs, board members and central office administrators appears to be crucial. One factor affecting awareness is turnover. In most of the terminated sites there had been turnover in CE staffs, teachers, principals, central office and school board members. In discussing nine phases of CE development, Kaplan (1977) emphasized the necessity for CE coordinators to provide continuing awareness experiences for educators and community members. A former superintendent put it this way:

> Principals are key to getting support for CE. Around here they dragged their feet and we never pushed them. I guess we weren't all that supportive either. We just wanted the community off our backs.

Some comments from central office administrators were illuminating:

> I really don't think we were as committed to CE as we are to vocational education. VOC-ED has a mission which we all understand. CE was fuzzy for many of us.

> There doesn't seem to have been consistency in what our coordinators did from building to building. A lot of teachers resented the coordinator's freedom. What really buried CE here was that there was no relationship--I mean none--between what they were doing in CE and what teachers do with kids, instructionally.

CE coordinator responses to this second question revealed a dual confusion which surrounds awareness and support.

> The superintendent includes his buddies on everything important. He never really tells us how CE can fit into school district goals.

> Central office didn't do anything for us in four years. They were waiting for us to give up and leave.

> How can CE really serve this district? My staff and our council have raised this question every year. Nobody up there ever helped us.
>
> Downtown never found a spot for us on the organizational chart.

4. DID CE HAVE ANY IMPORTANT PHILOSOPHICAL IMPACT ON LOCAL ADMINISTRATORS OR POLICY-MAKERS?

Responses to this question will do little to warm the hearts of theoriticians, abstract thinkers or writers. CE is believed by many to be an applied craft. "Results speak louder than philosophies," said one disenchanted CE coordinator. She elaborated:

> I like the guys at the CE center. They are intelligent. But down here in the trenches we needed results. No school board member in this city wanted to hear the old improved quality of life trip. They related to how we actually improve it.

There were several noteworthy responses to this question.

> People who make the decisions in this county are too dumb to understand anything philosophical or conceptual. Facts are what motivate them.
>
> It makes sense for CE coordinators to look at their accomplishments in relationship to the CE concept. That way you get a handle on which chunks of the philosophy are concrete enough to be useful.
>
> My board will not waste meeting time thrashing over something as abstract as some of the CE stuff I get from the university. My only hope was to convince them CE was necessary. And it was!

CE as a philosophy was not, however, without its converts. In the case of some respondents, especially school board members, community educators had won some allies.

> CE has changed some of my beliefs regarding the school's mission. I wish we could have kept the program.
>
> I never realized that I myself was involved constantly in a life long quest for new information. Why shouln't we be able to push this as a board?

It took the loss of school-age kids to get me in tune with CE possibilities.

5. WAS THERE A BOARD OF EDUCATION RESOLUTION ILLUSTRATING UNDERSTANDING OF AND SUPPORT FOR CE?

In four school systems such a resolution was located. Several respondents could recall the days when the resolutions were adopted by the school board. Probing further, it was discovered that a CE resolution typically became part of a manual or collection of management practices shelved somewhere at central office.

CE resolutions represent the commitment of a board and a superintendent. The problem observed frequently in this study was that a reaffirmation of previous commitments with regard to CE did not take place. The situation was exacerbated further by turnover of key actors at every level. A consistency in school board member and superintendent responses came through.

> What the previous board did was a reflection of their needs and the time they served. Today we face a different set of concerns. We did, too, at the time CE was terminated.

> You can adopt resolutions and you can rescind them. CE or anything can be here today and gone tomorrow.

CE coordinators whose positions had been abolished shared their perceptions on resolutions.

> The resolution seemed like something out of ancient history. It had been six years. My error was in not reinforcing its spirit with newly elected officials.

> We were really organized in those days. There was a real celebration when the board adopted the resolution.

> A resolution is one thing. Real commitment needs to be nurtured and rewarded.

From a developmental and management aspect the adoption of a CE resolution is a sensible strategy. It appears, though, that unless a concerted effort is mounted to sustain commitment, momemtum slows down. Because actors change and new personnel come and go, the continuing education process is essential. Reaffirmation of previous commitments is a productive administrative objective.

6. WHAT WERE THE DOMINANT SOURCES OF FINANCIAL SUPPORT?

In the ten school systems which had experienced terminations there was a mosaic of funding patterns. Figure 5 illustrates this range.

Figure 5

Funding Patterns in Terminated Community School Districts

All Local	Mostly local Some Outside	Half local Half Outside	Mostly outside Some local	All Outside

The programs which functioned the longest, in all instances, were entirely locally supported. Those programs which relied on entirely outside support terminated the quickest. In one instance, a CE program was supported completely by federal funds (Model Cities) for five years. Mott seed money was also provided to that community. According to the director of that program:

> We failed because of the old top down model. Now, with the exception of a special federal CE grant, all our money is local. We have much more commitment.

Available financial support for CE was a recurring factor in several terminations. It was not a factor in all terminations, however. In fact, in two school systems prioritization processes were utilized to determine how local educational budgets would be cut. CE survived two additional years because supporters were successful in influencing the budget prioritizing process. According to one former coordinator:

> We finally got it together politically. In the end it was the gifted lobby that did us in.

With regard to CE longevity, it appears that the sooner local support can be generated, the greater the likelihood of survival. Several respondents agreed:

> If this board puts bucks in a project, the community cares.

> When support is external, the desired level of commitment usually never develops.

> If the people's local tax money goes into support for CE, we feel obligated to produce results. If we can't, then the program should go.

7. HOW MANY TRAINED COMMUNITY EDUCATORS WERE EMPLOYED IN THE COMMUNITY SCHOOL PROGRAM?

Another range was observable regarding the presence of trained community educators. In some programs there was a full or part time CE coordinator at each building. Some of these coordinators had extensive training while others received training after they were hired. In two programs there was one full time, central office-housed coordinator. These coordinators administered programs in several buildings and relied on building supervisors. Another program functioned with a part-time central office administrator for CE who supervised four full-time building coordinators.

While the staffing patterns were diverse, so were the qualifications and the preparation programs for the CE professionals. The quality of leadership proved to be, in at least two instances, the downfall of both an individual and an entire CE program. A superintendent commented:

> The coordinator had no understanding of public school education. His college training was in agriculture. He had no credibility. Also, he refused to attend workshops to upgrade his knowledge or skills. He had to go. The woman who replaced him stayed four years and was a real asset.

One former advisory council member commented on the need for competent, well-trained coordinators.

> The person given CE responsibilities was not adeuqately trained. Huge problems with budget management were uncovered mid-year. Things get so ugly that the whole program caved in. There are still scars left.

CE coordinators had degrees in elementary education, agriculture, psychology, school administration, music, English, and in a host of other disciplines. Only two coordinators interviewed in this study were without a college degree. Clearly, some type of recognizable credential was prized by administrators who supervised CE coordinators. A superintendent said:

> I can't suggest to the board that we hire a non-college trained individual. They will never buy it.

An elementary principal was very specific in her expectations.

Three coordinators have been in this school. The last one had a degree in elementary education and had taught in the county. I really believe that she was able to get teacher support because she knew what to do and say to them.

8. WERE CE COORDINATORS ABLE TO PARTICIPATE IN STAFF DEVELOPMENT OPPORTUNITIES?

Staff development, in-service and renewal opportunities are vital for human service professionals. CE coordinators function under a variety of administrative, personal and professional pressures. Question 8 was an attempt to determine the extent to which opportunities for staff development were pursued. The responses produced a refreshing pattern.

Center office administrators stated:

This school district has a master plan for personnel development. The director of CE was expected to identify opportunities for his entire staff. He had a budget to support it.

Two of our board members have attended national or state conferences along with a CE coordinator. I wish more teachers would do the same.

CE coordinators from this district had become very active in state activities. They went to conferences and people came to visit this CE program.

Several former coordinators shared their feelings about training experiences.

The regional center put on a lot of workshops. In the beginning they were very helpful. But after a couple years, it all sounded the same.

Most of us felt the best thing about a conference was the chance to get together.

I quit going to CE workshops. Instead I attended teacher and principal functions. It brought me much closer to people in my building.

Identity was always a problem for me. There were only two of us in the district.

So many teachers really did not understand us. By the time the program ended I was very discouraged. The CE center was of absolutely no help.

I really considered CE to be my profession. I was active in the state with other CE coordinators. Our state center had a great staff and planned right with us.

9. DID THE CE STAFF PROVIDE COMPETENT LEADERSHIP?

Respondents across all role groups interviewed responded in a resoundingly positive way. In only two school systems were there recollections of an incomptent former CE coordinator.

One somewhat puzzling theme emerged while probing the question of leadership. A number of respondents felt unclear about the coordinator's role. The following comments illustrate this point.

I know Jim spent a lot of time in the community. Somehow that related to his job description.

The coordinator seemed to have a lot of freedom in his schedule. That did upset some teachers. However, some of the teachers really wanted his job.

Even though there was some ambiguity regarding the coordinator's role, praise came from many corridors. Principals' responses included:

School-community relations improved here 1000%. There was no way I personally could generate that sort of involvement without relinquishing my instructional supervision duties, completely. For me it was good to discover that this schoool building was able to be used safely and wisely--without my being here.

This high school had three different coordinators over an eight year period. The faculty in several departments finally saw ways that the coordinator could help them out. There were fund-raisers, student volunteer projects and many worthwhile activities. That's all gone now. Nobody will do it.

> I felt like our last coordinator was a competent professional who ran her program very well. She received very little support from our teachers because she didn't seek it out.

School board members noted:

> There was something exciting about the CE staff in this city. They were turned on to people and ideas. They were much different than teachers and administrators.

> Two of our former coordinators were well-known in this state and nationally. They were asked to serve as presentors at many workshops.

Coordinators were asked to respond to this question, partially as a self-assessment exercise but mainly as a way of looking at past coordinators and colleagues.

> I supervised six people who literally killed themselves for five years. This community shafted us.

> I replaced someone who was forced to resign because of serious incompetence. It took us more than two years to rebuild our image. We never really did it.

> Our staff was very close and sort of supervised each other while reporting to an assistant superintendent. People in the system liked us but didn't really care about CE.

> I always felt comptetent, together as a professional. School people seemed to have a different way of looking at who is competent.

Competent leadership was only an issue in the dismissal of one CE coordinator. Nevertheless, there was a lot of discussion about critical aspects of competent leadership. One focused on the leader's ability to look at the future, particularly with respect to perpetuating an organization. Most respondents tended to focus on what they thought coordinators had done administratively, personally or professionally. There was no groundswell of blame place on CE coordinators' leadership as the cause of community school terminations. Yet two coordinators reflected in this fashion:

> Your success as a leader is related to

what you are supposed to do. My job description was unbelievable. But it never contained requirements about keeping CE alive.

To survive in any organization the top leadership has to build a political support structure. Troops have to be marched out when needed. I really had no idea how to pull that off. If CE had survived one more year because of political action, I would have been a better leader. And yet everyone thought I was such a good administrator.

10. DID CE HELP FOSTER ANY UNIQUE COMMUNITY INVOLVEMENT PROCESSES?

People involved in educational decision-making processes is fundamental to the CE conept. Yet this entire arena of community involvement continues to torture most educators--including many coordinators interviewed in the present study.

Our director said we needed a council at each building even though at two buildings people just wouldn't serve.

Councils were a joke in that all serious decisions in this community were made by the board.

The best kind of involvement for people on CE councils was to let them help plan only the CE program--no more.

Superintendents noted:

There was no way any advisory council is going to mirror a school board in terms of responsibility.

Our board finally reached a compromise. They asked the CE council to coordinate most major citizen task force initiatives.

Community people should be involved in decisions that affect them. The problem is to determine how best to get people to provide input without disillusioning them about their role or the power they have.

Three significant observations were made after reviewing responses to this question. First the "uniqueness" was described as having occurred early on in the CE program's development.

> At first there was a lot of excitement. The CE board met regularly and had excellent attendance. Later it lost that early luster.

> We have a school board member now who started out as a CE task force member. What a great training ground for such service!

> People believed they could make some changes if they got involved. So, some of them did and were successful. Now they are looking for the next new ball game in town.

These comments are characteristic of those made by respondents who had been involved with councils at both the building and community levels. People were excited in the initial stages of council work but later dropped out to pursue other interests.

> I get asked to serve on every committee in town. The best ones for me are the ones that get on with a task and kind of self-destruct. The ones that want to be forever can drag on.

The second observation addresses the issue of appropriateness with regard to council roles. There was a general level of agreement about the need for community involvement. Confusion did set in regarding what is all right for councils to focus attention on. School people did not seem to relate to the community development component of CE. A principal said:

> I think quality of life is important. But our CE program was in business to deliver services to people. To that extent the council was to help identify needed services. We have a city council that should worry about quality of life.

This principal's statement summarized the fundamental attitudes of most administrators and board members. A board member was more blunt:

> Let the CE council worry about finding people to go to classes.

Coordinators were mixed on the effectiveness and role of councils. Those who had been successful with councils saw more far-reaching potential.

Our council not only planned a program every year but it helped this community address issues which the power structure ran from--regularly.

We scored big with the teachers because we revived a parents group through the council which was designed to do something else entirely.

All the time spent on getting people to meetings could have been spent more wisely on program development.

I could never get the council to work in this area. So it was like biting the bullet. The program never suffered as far as I know.

Lastly, even though CE provided opportunities to involve citizens in a variety of ways, respondents indicated overwhelmingly that this involvement was not especially "unique."

What's the big deal about advisory councils? They've been around forever.

I'm glad councils were a part of the CE effort. But was it unique? Not really. The uniqueness would have been observed had the councils managed to keep CE alive.

11. WAS THE SCHOOL SYSTEM SUPPORTIVE OF THE COMMUNITY SCHOOL WORKING WITH OTHER LOCAL AGENCIES?

Agencies working together to avoid the duplication of services or to share facilities is a major CE goal. It was significant to note that in terminated community schools the presence or absence of agreements on interagency relationships was not a critical factor. In fact, there was a belief that a lot of the cooperative planning between schools and other agencies was there before CE and has survived since the terminations. Central office administrators commented:

Many groups have used our facilities over the years. That will continue.

Local reductions in funding have forced us to work more closely with several agencies. Hopefully, we will all benefit.

The CE coordinators had some valuable insights.

Schools don't seem to actively initiate any linkages unless there is a disaster.

> Some agencies are now renting school space. This may bring about better working relationships. But the staffs tend to avoid one another.

Human service organizations have fought to develop an individual identity. They also seek a clientele to serve. Entering into interdependent relationships with each other or with schools can be a risky venture. Kaplan and Warden (1978) wrote:

> Collaboration between public schools and other agencies commonly has resulted from outside pressure applied by the public and special interest groups. . . . A relationship between local public schools and other agencies and organizations still tends to be fragmentary at best and often takes place in a hostile environment when a crisis has occurred. (p. 210)

12. WAS THERE AN ON-GOING PROGRAM EVALUATION PROCESS?

All ten terminated community school programs reported having had some sort of evaluation process. Some of the processes were simple annual progress reports while others were complex and involved a mixture of data collection strategies. The investigator probed further in an attempt to trace the path of the evaluation data. Responses included:

> We had to submit semi-annual reports to central office. I doubt that anyone read them.

> Our annual evaluation was summarized into a four page document and was sent to all council members, board members, administrators and teachers. We were proud and felt accountable.

> The evaluation of our program by the CE center gave us insights into some severe weaknesses. It made us confront those weaknesses.

> If I read every evaluation report that crossed my desk nothing else would get done.

> If we blew it anywhere it was with our clients. People came for programs but had no real idea of what all the program did. How did it really affect the community?

The last comment speaks to a factor which has influenced community school terminations: the absence of impact data or information which carefully documents the successes, contributions and payoffs of CE,

particularly to the public school which has supported a community school program. In a recent study of present CE data collection efforts, Kaplan and Warden (1981) found that the gathering of impact data was last on a list of presently collected data by category. Yet the need for such data was underscored by several respondents in the present study:

> What it came down to for us was how could we prove we deserved to exist. There was a pile of building use data but no real evidence that CE had affected much.

> Two years ago the first terminations occurred. This building stayed for two years more because the council put together a powerful media package about the CE program.

> Community schools are like small businesses. The successful ones can document their contributions and impact. Even in tough times that evidence can be persuasive.

13. WHAT WERE THE PERCEIVED STRENGTHS OF THE CE PROGRAM?

This very straight-forward question was asked of 118 individuals. What follows is a sample of the range of responses:

> The involvement of the Spanish speaking people in our community.

> A well-rounded program for adults and children.

> Wide-spread interest within the community regarding the CE program.

> Participation by people in activities.

> I can't think of one CE strength.

> Some people grew from the CE experiences to try new roles out.

> A lot of disadvantaged people completed their GED program.

> We did make services available which did not exist before.

> It brought this schoool a lot closer to the people in the area.

School facilities were available for use by so many people. We used to drive about 15 miles for classes in another town.

Many more parents worked at this school as volunteers.

CE became a watch-dog for other agencies.

Many women learned leadership skills.

The advisory council actually caused the creation of a new day care agency.

Direct services were available on a regular basis for people who were interested in participating.

The amount of actual involvement of people was staggering. Even the board was impressed.

Public relations improved because a lot of folks felt there was more access to schools.

The enrichment activities for children have made the kids more aware, culturally.

14. WHAT WERE THE PERCEIVED WEAKNESSES OF THE CE PROGRAM?

From a terminations perspective the responses related to CE weaknesses were more helpful in constructing the profile of a terminated community school. A sample of the responses are listed below:

CE people are not very well-organized.

The schools never took ownership of CE. There was no real credibility.

Better advisory councils would have helped save CE.

CE was badly understaffed to do an effective job.

Community educators have to do a more convincing job of educating school people.

When things first started here they were mandated. After that failed, CE developed in schools by request. The staff and the community both wanted it.

CE needs constant public recognition and strokes.

The school faculty actually sabotaged CE. They were uncooperative, poorly informed and threatened. They could have become allies.

What the community school did was not in synch with the elementary program.

Part-time, teaching coordinators were a disaster here. You can't wear two hats very easily.

CE had a constituency but no power base.

CE could not generate enough additional funds to supplement what the school system provided.

CE got stale after awhile. To survive and grow you need creativity, energy and enthusiasm. Risk-taking is necessary.

If principals had been better supporters of CE, the program would have survived longer.

I never saw evidence of top level support for CE. So, I ignored it.

CE was controversial from day one. Using schools for non-school activities was never accepted.

There was an absence of information about our effectiveness.

CE competed with several other agencies who were doing very similar activities.

15. WHAT POPULATIONS OF THE COMMUNITY WERE SERVED BY THE COMMUNITY SCHOOL?

This question was included to assess who was being served by the community school program. In all ten terminated systems adults were the largest and most frequently served clientele. Women far exceeded men as program participants in most community schools. Senior citizens were served in several community schools but often in cooperation with other agencies, such as an area agency on aging. A coordinator wondered:

Why try to create a program for 10% of the population when three other agencies are already doing something?

What intrigued the investigator was the level to which CE programs were attracting the children who attended the community school. Were there ways in which the CE program was tied into what the instructional staff was doing? Could CE provide experiences for children which were not possible because of a child's school day schedule? Was the absence or presence of such working relationships a factor in the termination of a community school?

It was discovered that, particularly at the elementary level, organized after school or weekend enrichment programs for children were conducted in five of the terminated school systems. Two other systems reported that programming for children was at the discretion of the CE coordinator. Several teachers commented favorable on CE sponsored enrichment activities:

> The New Games program has helped many of the kids who don't like competitive sports.
>
> Our CE coordinator helped us organize and manage a good volunteer program.
>
> The 4-H activities that were started were very rewarding for thee children.
>
> I was asked to teach kids after school once a week. At first I was reluctuant but grew to like it because the children volunteered to attend and we did crafts. Their social development was fascinating to observe.

There were some teachers and principals who were less than enthusiastic about coordinator attempts to collaborate with teaching staffs.

> Two things affected our working relationship. First, the coordinator was not good at details and follow-through. Secondly, she didn't use her flexible schedule to the best advantage.
>
> Children need time away from organized activities. Sometimes you get the feeling that all CE wants is bodies.

One of the most troublesome issues raised by CE coordinators in this study and at numerous training sessions has been the relationship of the CE program to the K-12 school effort in general. Several writers including Decker (1975) have stressed the need for integrating". . . . community education into the subject matter curriculum of K-12. . . ." Coordinators interviewed in this study expressed widespread frustration with their attempts to bring about this integration.

> Teachers felt they had a lesson plan that guided them every step of the way. Anything that took them away from the plan was met with resistance.
>
> My success was in finding and training community volunteers who devoted hundreds of person hours to the school. I received an award for my efforts. But when we tried to take more kids from the classroom to the community, teachers felt it was time not well spent.

This issue of K-12 integration has surfaced in the termination profile as a major factor in community school terminations. School administrators, teachers and board members made decisions to terminate community school programs, in part, because CE was not perceived to be part of a sanctioned educational delivery structure. Most of these individuals agreed that indeed services were being provided. For them, though, the bottom line was delivery of educational servies to school-aged children as required by state statutes and reinforced by local school board policies. Decker (1975) accurately addressed the difficulty of CE achieveing more integration with the K-12 program.

> Efforts to create and provide action-learning programs in the community setting, as well as to bring more community people with special skills, talents, experiences into the formal classroom as resource specialists or supporters to professional teachers, have often met with opposition or indifference. (p. 14)

The investigator was able to spend time in one school system which had received a federal CE grant to supplement an already existing community school program. A decision was made by the superintendent and the board to expand CE efforts at a time when federal funds were no longer available and when surrounding communities had made decisions to terminate their CE programs. The success of this California community school program offers insights into better CE integration with K-12, and ways in which terminations can be postponed or avoided.

CE in this community began with efforts of a part-time volunteer coordinator at an elementary school. Three federal CE grants provided opportunities to expand. California legislators had passed a school improvement bill which made it possible for principals to develop an improvement plan for the buildings.

This particular school was operating on a year-round plan which meant that children had three week periods when they did not attend school. The CE coordinator, by working directly with the principal, became responsible for coordinating the following efforts:

1. a self-supporting "break-time" recreation for children;

2. a latch key program for children who attended the school;

3. a summer teen-age training program for area youth;

4. four specific types of pre-school projects;

5. family counseling for both children and adults;

6. outreach programs for senior citizens;

7. adult education activities.

According to the coordinator, the very survival of the program was because the community school blended smoothly into the elementary school. Furthermore, the main thrusts of the community school program made it possible to achieve the objectives of the school improvement plan developed by the principal, staff and parents. This creative community school coordinator offered the following tips for community educators who want to survive:

1. Become politically effective by building supportive constituencies;

2. Don't start anything which can't become self-supporting;

3. Don't spend all your time supervising buildings. Custodians can let people in and out of buildings:

4. Develop positive and on-going relationships with the school faculty and staff;

5. Keep working on central office for support, endorsement and commitment;

6. Get support of the school board and make them aware of what CE is and does.

16. WHAT WERE THE MAJOR CE PROGRAM DIMENSIONS?

This question was posed in order to determine if a pattern in programming existed. A pattern did emerge, one which characterized community school activites in all ten terminated systems. Based on both interviews and an analysis of available program publicity two

clusters of services and programs surfaced. They are listed in Table 2.

Table 2

Service and Program Offerings
in Terminated Community Schools

Primary Offerings	Secondary Offerings
1. avocational classes for adults	1. activities for families
2. recreation for adults	2. recreation or avocational programs for teen-agers and young adults
3. adult education including G.E.D. and A.B.E.	3. senior citizen outreach
4. college level courses for credit	4. health care coordination
5. specific skill development classes, e.g. welding	5. community improvement projects
6. pre-school or day care programs	6. school volunteer programs
7. publicity coordination	7. interagency council involvement
8. enrichment activities for children	8. job training
9. children's recreation programs	9. tourism
	10. advisory council involvement

Table 2 contains primary and secondary offerings in the terminated community schools. Hundreds of activities have been assembled into the nineteen categories.

What emerged from this analysis was confirmation of the tendencey for CE to serve mostly adult populations. Secondly, in the terminated community schools there appears to have been a greater programmatic emphasis than a process or service emphasis. Many coordinators felt a whole lot of process goes into program development. But the bottom line, according to many, was the ability to document the number of offerings and the number of people who participated. There were no apologies from many coordinators:

> We tried to serve in ways that were perceived as major voids. In this community, there had never been anything for adults.
>
> I know what the CE philosophy says and I know what the guys at the CE center have said about serving all populations. That was a very difficult chore.
>
> Adults have more control about how and when they participate in activities. Kids have to seek permission.

On the other hand, there were coordinators who reflected on their lack of success in gaining sought after legitimacy from school people.

> We offered time, energy, people and even a little money to the principal and teachers. It seemed they felt we were somehow intruding.
>
> The school saw its role as educating kids. They didn't see any realistic contributions we could make to that process.

Two additional questions guided this inquiry. Responses to both have been included in the next section. The next section also contains the Community School Termination Profile.

CONCLUSIONS, IMPLICATIONS AND RECOMMENDATIONS

This small but intense study has generated information that should be helpful to community educators at the local and university center levels. More terminated community schools need to be studied. More importantly, those CE programs which have survived should also be investigated. A profile of a surviving community school should be developed and compared to the profile of a terminated community school which appears as Table 3.

Table 3

Community School Termination Profile

Variables	Critical Factors
1. Leadership	a. Properly trained CE coordinators b. Positive relations with principals and staff c. Presence of performance evaluation for CE coordinators d. Respect of school administrators and board e. flexibility in work hours
2. Training	a. Opportunities for staff development as well as professional renewal for all CE staff members b. presence of training for all untrained CE personnel c. funds to support training
3. Awareness of CE	a. supportive and knowledgeable power structure b. understanding principal and faculty c. central office and board awareness d. on-going awareness efforts for all groups and especially new actors.
4. Philosophical Impact	a. a commitment to pursue CE as a valid educational goal b. continuous reaffirmation of that commitment c. documentation of successes
5. Policy	a. presence of documented support for CE e.g. a resolution or statement b. guidelines in a policy manual c. CE relates to what the school system actively pursues.
6. Financial Support	a. adequate local funding b. self-supporting activities c. creativity in new fund generation.
7. Community Involvement	a. regular program participation b. attempts to reach several clienteles c. people in school buildings d. increased facility useage e. advocacy by community for CE concept
8. Agency Relationships	a. mutual supportive relationships with numerous community agencies
9. Program Dimensions	a. close ties to K-12 program b. serve appropriate clienteles but get to school children c. document impact of programs and services
10. Assessment	a. on-going program evaluation b. collect impact data c. performance evaluations d. make results known

It is suggested that a community school is more likely to avoid termination if the ten variables in the Profile are characterized by the presence of many of the related critical factors. The profile reflects both several of Kelly's (1974) ten variables affecting CE development and the data presented in the section on Findings.

Three observations were made regarding terminations and Kelly's (1974) ten variables. First, the need for a resolution supporting CE was not perceived to be as valuable as a continuing reaffirmation of the school's commitment to the CE concept. One superintendent put it this way:

> If I looked in the files we would probably find the old resolution. But what killed CE was that the original level of commitment was not sustained. New board members were not asked to buy in.

Secondly, it did not appear that representative participation in the operation of the CE program was a dominant factor in terminations. In fact, many coordinators indicated that while councils were worthwhile vehicles, the real hard-core operation of the community school program was largely an in-house administrative task. One former coordinator remarked:

> I have had both good and bad luck with councils over the years. My conclusion is that a good CE coordinator can design and develop an effective CE program--without an advisory council.

Finally, the school system encouraging cooperation by other agencies alone did not necessarily prevent a termination. School administrators insisted that they had practiced agency collaboration before the community school program was initiated. Kelly (1974) suggested that one strategy was to promote the use of school facilities by other agencies. It has not been uncommon for school buildings to have been made available for use by recreation departments, community groups or civic organizations, with coordination by a school representative.

Interagency relationships of the most potential to community schools are ones which seem to be characterized by a mutually supportive set of practices which benefit the clientels of the community school. This occurs in such a way that, for example, school children received regular, direct services, on-site, from a substance abuse center, for instance. One coordinator found that nine agencies in an urban setting were willing to modify their service delivery procedures to accommodate a junior high school. She said:

> Having letters of support from all nine agencies impressed the school board very much, even though the CE program was cut out of the budget.

Two final questions were part of the interview schedule. They have been discussed below rather than in the Findings section.

17. WHAT ADDITIONAL SUPPORT SERVICES MIGHT HAVE HELPED AVOID THE TERMINATION OF THE COMMUNITY SCHOOL PROGRAM?

Responses from all role groups confirmed the factors listed in the Profile (Table 3). These responses included:

> Neither the central office nor the building staffs were ever supportive of CE.
>
> Principals could have given a blessing and a sanction to CE. In this community, I feel four principals conspired to stop CE from getting a foothold.
>
> A real commitment with school district money hurt us badly. It was never there.
>
> People in the community never galvanized to really move CE politically.
>
> On the bottom line educators knew they needed special education, gifted programs and all the things they customarily do. They knew they did not have to do CE.

18. ARE THERE ANY CURENT PLANS WHICH FOCUS ON RE-ESTABLISHING A COMMUNITY SCHOOL PROGRAM?

Two school systems were actively trying to reconstitute their CE programs. Eight indicated they were not trying. Two superintendents were sincere but frank:

> I would like the program back. We had the best outreach in the 4 years of my tenure. We'll never get CE with local money.
>
> Some of the community needs will be met in new ways but it won't be as efficient. In the end these buildings are still the target. I am not certain where the money will come from.

Implications By Each Group

(Superintendents)

Two superintendents interviewed were genuinely committed to CE.

The others did not seem concerned. In fact three admitted that they were glad to see the program fold.

As a group, superintendents are affected continuously by politics at the internal and external levels. One former superintendent said:

> It was like being in the DMZ. People shot at me from all sides.

As new members come to a board of education, agendas change including those that impact a superintendent's effectiveness. Yet, there does not seem to be the perceived need--universally--for an associate superintendent for community services, who has cabinet rank. This person could be responsible for: public relations parent and citizen involvement, task forces, future projections, adult and continuing education, outreach, facility use, community relations, coalition building and a host of other related functions. Some school districts have moved toward this notion. Perhaps to avoid terminations, others will also.

(advisory councils)

A major problem confronting many advisory councils is that they do not have a legitimate sanction. What they decide may affect a small area or a large city. But nobody has to accept their decisions.

It was discovered that in several instances local school boards were not even aware of the existence of the councils. One strategy worth trying would be to have school board members appoint a council, with some mission and purpose. The council could serve one school or all schools. Its work would be monitored by the community and the board.

Another red-flag word kept coming up: representativeness. A great deal of attention was directed toward "covering the bases" with regard to sex, race, age and location. Councils which worked the best were not always representative. One former council member stated:

> You look around at all these councils and boards and its the same damn people--the doers.

(teachers)

Teachers seemed to be the least informed group regarding CE. Some were very vocal in their opposition while others were supportive because they could personally relate to a building coordinator. For example, a CE coordinator with a flexible work schedule organized an 89 member school volunteer program. One teacher in that building summarized the faculty's feelings:

> We feel like there's some hope here. The volunteers help in ways we never imagined. Bill pulled it all together.

It was frustrating for teachers to see CE coordinators being retained while teachers lost jobs. To them, adult education was for some other agency to provide. Lastly, teachers did not seem to be close to coordinators, especially as professionals. Some of this feeling may have to do with the coordinator's degree orientation. In a deeper sense, though, the school's role and function fuel this feeling. Teachers have become used to teaching young people. Exposure to adult teaching opportunities could link the teacher closer to the CE coordinator.

> Teaching in the CE program made me realize what those folks are about. I appreciate how eager adults are to learn new things. It's a real change from 8th grade squirrels.

(principals)

Much has been written about the importance of the principal's role in CE. Data from this study supported the need to nurture that role. Of special importance was the presence or absence of a solid, collegial bond between the principal and the CE coordinator. In stituations where the interaction of these two key actors was based on trust, respect and mutual support, there tended to exist more overall faculty support for the community school program. One elementary principal recalled, fondly, her former coordinator.

> Sandy became my assistant and confidante. She was always professional and warm. Without any reminders from me, she handled every aspect of community contact in this building. We are still trying to rekindle those efforts.

A factor worth investigating further is the extent to which surviving community school programs are characterized by effective professional working relationships between principals, their faculties and the CE coordinator. The principal is the key individual who has to be concerned about school improvement and effectiveness. Coordinators could do a great deal to help school staffs achieve these objectives while still coordinating a comprehensive CE effort.

(CE coordinators)

What was observed as well as heard through interviews about CE coordinators in this study could easily have become the contents of several study reports. Therefore, summarizing these observations was difficult.

To minimize terminations in the future CE coordinators might consider concentrating their efforts on two major fronts. First, to make an impact at the school building level, CE coordinators are going to have to become recognized and accepted as a valuable, contributing member of the staff and faculty. Support for this recognition must come from

educational professionals and the school board. Roles for CE coordinators should evolve in a way that makes these unique professionals mesh more intricately with the school's business-educating children and youth. Around this core an outreach program and numerous activities for all age groups can be added.

Secondly, CE coordinators have not exhausted the advantages of being politically active. Warden (1980) underscored the necessity for political action by community educators:

> With the present focus within the field of community education upon "process," it is of utmost importance that we begin to engage in such a discussion. For if community education is to continue to be viewed and promoted with a process orientation, then politics and political action will remain the fundamental business of community educators--not so much politics in a negative sense, but politics in a positive framework of working with people toward the development of collaboration and interdependence. (p. 10)

In terminated community school systems there was a noticeable absence of any organized attempt to put together active coalitions of either community people or professional educators who could marshall the continuous support necessary to sustain CE. In the future CE coordinators would be well-advised to increase their coalition-building capabilities.

SUMMARY

This study was not designed to be massive in scope. Instead, it zeroed in on places where community school programs had operated for at least 3 to 10 years and were subsequently terminated. No attempt whatever was made to look into communities where other models (non-community schools) for CE programs may have dominated.

A profile of a terminated community school programs has been assembled. It represents only those school systems from which data were collected for this study. To verify its validity further, more terminations should be studied. But more importantly, surviving community schools should be studied as comprehensively as the terminated schools were.

Hopefully, community educators will be able to plan future developmental efforts by at least, in part, examining what was learned by conducting this study. Ultimately, the survival of CE may have a lot to do with whether or not community educators continue to wed themselves to the community school concept as the vehicle by which to pertuate CE. If public schools remain under the financial, political and administrative pressures of the past five years, it will be a rocky road for community educators unless they use these conditions productively, in a manner which will diminish terminations and increase expansion.

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